

Department of Planning and Zoning

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TO: Development Review Board
FROM: Ken Lerner *[Signature]*
DATE: September 16, 2014
RE: 15-0236SP; 66 North Avenue

Note: These are staff comments only; decisions on projects are made by the Development Review Board, which may approve, deny, table or modify any project. THE APPLICANT OR REPRESENTATIVE MUST ATTEND THE MEETING.

Zone: RM Ward: 3

Owners/Representative: Sara Holbrook Center/Bob Duncan

Request: Sketch plan review to combine three parcels (56, 58 and 66 North Ave), demolish one house, relocate one house, expand community center and construct new attached building for six apartments.

Applicable Regulations:

Article 3 (Applications and Reviews), Article 4 (Maps & Districts), Article 5 (Citywide General Regulations), Article 6 (Development Criteria & Guidelines), Article 8 (Parking), Article 9 (Inclusionary & Housing Replacement), Article 10 (Subdivision Review),

Background Information:

The applicants propose to combine three parcels (56, 58 and 66 North Ave) into one 20,545 sq. ft. (.472 acre) lot. The 66 North Avenue parcel contains the existing Sara Holbrook Center, and the two residential lots each have a duplex for a total of four units.

The construction work will be to demolish one duplex - 56 North Avenue, relocate the other - 58 North Avenue to a site in the Old North End, and to expand the existing community center and construct new attached building for six apartments for a net total of two new units on site. While not required the applicant has indicated voluntary compliance with the Inclusionary Zoning provisions of the CDO.

The Design Advisory Board will review this project upon formal application.

A Stormwater Management Plan and Erosion Prevention and Sediment Control Plan also will be required to be approved by the City Stormwater Administrator.

Previous zoning actions for these properties are listed below.

- Zoning Permit 94-395/COA 094-094, rear two story addition to the existing Sara Holbrook community center. Approved April 24, 1994.

- Zoning Permit 01-029; replace existing window sash with new. Proposal includes stucco repairs where necessary. No change in footprint or use. Approved July 2000.



I. Findings

Article 3: Applications and Reviews

Part 5, Conditional Use & Major Impact Review:

Sec. 3.5.6, Review Criteria

(a) Conditional Use Review Standards

1. The capacity of existing or planned community facilities;

The proposed redevelopment may require additional water and sewer; however, adequate reserve capacity is likely available. Confirmation of available capacity from the Department of Public Works is required. A state wastewater permit may also be required.

2. The character of the area affected;

The subject property is located within the Residential Medium Density (RM) zone. This zone is intended primarily for medium density with single family and attached multi-family development. Single family, duplex and multi-family homes are common in this neighborhood and a wide array of building types and sizes is present. Across North Avenue are residential uses and the non-conforming commercial Starr Press. To the south are mainly residential houses and to the north a residential structure and then the North Street NMU mixed use corridor. While the Sara Holbrook Center, which has been in operation since 1937, is not residential, it is a community center that is allowed as a conditional use in the RM zone to serve the residential development surrounding it.

3. Traffic on roads and highways in the vicinity;

No specific traffic information has been provided; however, the proposal includes shared use of the parking between the residential occupants and the Center. Department of Public Works will need to express any traffic concerns during review of this application.

4. Bylaws then in effect;

The formal project application will be reviewed under all bylaws in effect.

5. Utilization of renewable energy resources;

The proposed development does not specify any renewable energy resources at this time; however, while potential energy saving features are being considered the structure appears not to adversely affect the potential for future utilization.

6. Cumulative impacts of the proposed use;

Nothing in this redevelopment proposal imposes cumulative adverse impacts on the surrounding neighborhood or the city in general.

7. Functional family;

The housing units are subject to occupancy by a family as defined in the CDO.

8. Vehicular access points;

See Sec. 6.2.2 (i).

9. Signs;

See Sec. 6.3.2 (g).

10. Mitigation measures;

The proposed development is not expected to generate any noxious effects such as excessive noise, glare, or emissions.

11. Time limits for construction;

No project phasing plan or extended time frames have been articulated. Unless otherwise indicated project construction will be limited to one phase within the standard 2-year time frame.

12. Hours of operation and construction;

The proposed hours of operation are not noted and need to be as they are limited to 5:30 am to 11:00 PM as per footnote 13 of Appendix A – Use Table. Consistency with other projects within residential neighborhoods requires that construction activity be limited to Monday – Saturday, 7:00 AM – 6:00 PM. No construction activity on Sunday.

13. Future enlargement or alterations;

As with any other project, any future enlargement or alteration to the development will require zoning review under the regulations in effect at that time.

14. Performance standards;

Performance standards relating to outdoor lighting and erosion control will be addressed under Article 5.

15. Conditions and safeguards;

If approved, this project must be conditioned to implement the purposes of the zoning regulations.

Article 4: Maps & Districts

Sec. 4.4.5, Residential Districts:

(a) Purpose

(3) Residential Medium Density (RM)

The subject property is located in the RM zone. As noted previously, this zone is primarily intended for single family and attached multi-family development. Parking should be hidden

behind or beneath buildings. The community center is a conditional use as noted in Sec. 3.5.5 above and serves as a valuable amenity to the surrounding residential neighborhood.

(b) Dimensional Standards & Density

Residential density in the RM is 20 units per acre; however with the inclusionary housing bonus density is allowed to increase to 25 units/acre. At combined lot size of 20,545 SF, the allowable density is 12 units. Density is proposed at 6 units plus the non-residential density equivalency of 5.2 units (based on 1500 SF/DU with an area of 7815 sq. ft. for the Center = to 5.2 units) for a total of 11.2 dwelling units. Thus the overall proposed density of 11 units is consistent with the allowable density of 12 units, calculated as per *Sec. 5.2.7 (a) 1*, with 11 units proposed divided by the lot size of .472 = 23.3 units/acre; within the 25 unit density allowed.

Lot coverage is limited to 40% in the RM zone, but may be increased to 48% with inclusionary zoning. However, existing lot coverage exceeds allowable, even with increase; therefore, any new development is limited to not more than existing lot coverage. 66 North Ave = 76%; 58 North Ave = 51%; 56 North Ave = 46%. Total of all properties combined is 62%.

Front: average of two adjacent lots on both sides, +/- 5'; side: 10% of width, minimum 5', maximum 20'; rear: 25% of lot depth, minimum 20', maximum 75'. Setbacks on the proposed building will need to be verified to assure compliance.

The maximum building height in the RM zone is 35'. The proposed building height is not presented and will be needed.

Article 5: Citywide General Regulations

Sec. 5.2.3, Lot Coverage Requirements

See Section 4.4.5 (b) above.

Sec. 5.2.4, Buildable Area Calculation

This criterion does not apply to property of less than two acres in size.

Sec. 5.2.5, Setbacks

See Section 4.4.5 (b) above.

Sec. 5.2.6, Building Height Limits

See Section 4.4.5 (b) above.

Sec. 5.2.7, Density and Intensity of Development Calculations

See Section 4.4.5 (b) above.

Sec. 5.5.1, Nuisance Regulations

Nothing in the proposal appears to constitute a nuisance under this criterion.

Sec. 5.5.2, Outdoor Lighting

Outdoor lighting information has not been provided. Fixtures and illumination levels are expected to be included in the permit application.

Sec. 5.5.3, Stormwater and Erosion Control

A stormwater management plan has yet to be provided. A stormwater management plan is subject to approval by the Stormwater Administrator.

Article 6: Development Review Standards:

Part 1, Land Division Design Standards

While subject to Article 10, it is only with regard to lot line adjustments whereby the three existing lots will be combined into a single lot.

Part 2, Site Plan Design Standards

Sec. 6.2.2, Review Standards

(a) Protection of Important Natural Features:

No significant or important natural features exist.

(b) Topographical Alterations:

The site is generally flat and will remain so.

(c) Protection of Important Public Views:

There are no protected views from or through this site.

(d) Protection of Important Cultural Resources:

While the Center has been serving the community since 1937 their existing building is not identified as historic.

The two duplexes are over 50 years old, both being constructed around 1899. While not listed their age makes them eligible for consideration as historic. However, while the massing of the original buildings remains, there have been considerable exterior modifications to both over the years. This application proposes the demolition of one of the structures, with the other being relocated. The new construction will greatly improve the Sara Holbrook Center an important community resource and will provide additional affordable housing. Thus, the loss of these buildings at this location is acceptable due to the greater community benefit resulting from the project

Reference is made to *Sec. 5.4.8*, which needs to address the applicability or non-applicability of that section to these buildings.

(e) Supporting the Use of Renewable Energy Resources:

No renewable energy resources are specified but the applicant is considering adding such resources into the project proposal.

(f) Brownfield Sites:

The property is not identified as a brownfield by the State of Vermont.

(g) Provide for nature's events:

See *Sec. 5.5.3* for stormwater management.

Design features which address the effects of rain, snow, and ice at building entrances, and to provisions for snow and ice removal or storage from circulation areas shall also be incorporated.

The main entrance is covered by the second and third stories above and includes an internal air lock vestibule. The drop off proposed will allow children the ability to enter the facility without having any distance to negotiate. The applicant should define the method of snow removal and/or storage during winter storm events.

(h) Building Location and Orientation:

The proposed development is an extension of the Sara Holbrook Center footprint. It is oriented toward the street front with a curved entry driveway to provide safe off street drop off. The proposed building will be setback from the existing development pattern and rhythm of structures along the existing streetscape, but given the use and modern design of the building this is acceptable. The mass of the building, surface articulation, fenestration, and building features clues that this is a different use than other smaller scale residential structures along North Avenue. Also with other large structures in the vicinity along North Avenue and North Street this structure is not an anomaly in the overall neighborhood.

(i) Vehicular Access:

Presently, there exists one curb cut and driveway to access the rear parking lot of the Center. There are two driveways, one for each of the duplexes, (Note that both duplex driveways encroach upon their southern neighbors and will be remedied with the project). The applicant is proposing to create a drop-off area off North Avenue that doesn't require backing out to the street. A 13 space parking lot proposed will be accessed under the apartments and is effectively concealed from the street by tucking behind the apartment entry and by the one-story masonry landscaping wall that shields the parking and defines the entry drive.

(j) Pedestrian Access:

An entry court accessed directly from the public sidewalk will provide a direct pedestrian route to the building. Additionally, walkways are proposed along the north side and rear of the building, allowing pedestrian access on the rear of the lot to a play area.

(k) Accessibility for the Handicapped:

The ground floor of the Center portion of the building will be handicap accessible, with a lift to the second floor. The residential units which begin on the second floor do not have an elevator and thus are not handicapped accessible.

(l) Parking and Circulation:

This property is within a Neighborhood parking district. Required parking is 21 spaces based on the following:

$$\begin{aligned} &6 \text{ residential units} \times 2 = 12 \\ &+2795 \text{ sq. ft. community center at } 3.3 \text{ spaces}/1000 = 9 \end{aligned}$$

Total parking provided is 13 spaces, which will require a parking waiver. In order to support the waiver the applicant proposes that the apartment tenants will be required to remove their cars during business hours, which will leave all 13 spaces available for the Center's use. This more than doubles the amount of parking currently available to the Center on its current site.

The 13 space parking is accessed through and under the building and is located at the rear at the southeast portion of the site. The proposed curb cut entry is illustrated at 20 feet wide. This results in a large amount of vehicular circulation space at the south west that should be reduced to the minimum necessary.

(m) Landscaping and Fences:

The project proposes (unspecified) plantings along the front elevation and on the south to screen the parking drop off. Some plantings are shown to the south of the play area in the rear.

Attention must be made for a clear sight triangle to insure safe visibility for drivers exiting the site. The landscaping proposed needs specification.

New or replacement street trees shall be provided consistent with the city's Street Tree Master Plan. All proposed street trees shall be selected and planted in accordance with specifications provided by the city arborist.

Four street trees are proposed and are subject to approval by the City Arborist

(n) Public Plazas and Open Space:

Where public open space is provided as an amenity to the site plan, it should be sited on the parcel to maximize solar exposure, with landscaping and hardscape (including fountains, sitting walls, public art, and street furniture) to encourage its use by the public in all seasons. Public plazas should be visually and physically accessible from public rights-of-ways and building entrances where appropriate and shall be designed to maximize accessibility for all individuals, including the disabled and encourage social interaction.

Public space should be coordinated with the surrounding buildings without compromising safety and visibility. Public spaces should be surrounded by active uses that generate pedestrian traffic, and connect the space to major activity centers, streets, or corridors.

The entry court is proposed alongside and in conjunction with the drop-off vehicular circulation area. In terms of the population served, this entry concept is well suited to both the young (non-drivers) who arrive by foot and those that are dropped off. In terms of service, the Center is intended to provide services to a population that generally does not drive. The entry court represents a public plaza/open space that will allow some congregation and mingling for those served by the community center. The rear, east, play area will provide secondary spaces for the use of the center.

New structures and additions to existing structures shall be shaped to reduce shadows on public plazas and other publicly accessible spaces. In determining the impact of shadows, the following factors shall be taken into account: the mass of area shaded, the duration of shading, and the importance of sunlight to the utility of the type of open space being shadowed. Proposed development shall be considered for solar impact based the sun angle during the Vernal and Autumnal equinox.

A shading study may be helpful depending on the ability of the children to use this space.

(o) Outdoor Lighting:

See Sec. 5.5.2.

(p) Integrate infrastructure into the design:

Exterior storage areas, machinery and equipment installations, service and loading areas, utility meters and structures, mailboxes, and similar accessory structures shall utilize setbacks, plantings, enclosures and other mitigation or screening methods to minimize their auditory and visual impact on the public street and neighboring properties to the extent practicable.

No outside storage areas are proposed, nor do the plans show any ground-mounted mechanical equipment, although there is an interior mechanical room. No dedicated loading areas are proposed either. Utilities need to be depicted and all new utility lines must be buried.

Utility and service enclosures and screening shall be coordinated with the design of the principal building, and should be grouped in a service court away from public view. On-site utilities shall be placed underground whenever practicable. Trash and recycling bins and dumpsters shall be

located, within preferably, or behind buildings, enclosed on all four (4) sides to prevent blowing trash, and screened from public view.

A trash and recycling room is included within the building

Part 3, Architectural Design Standards

Sec. 6.3.2, Review Standards

(a) Relate development to its environment:

1. Massing, Height and Scale:

The proposed design completes the two story portion of the existing building by adding new construction over the existing NW corner one story portion, and extends the existing building to the south to create a skylit circulation courtyard leading to the new multi-purpose/gym space. The new Center entrance is at the west end of the building opens into an entrance lobby. The new structure will reach a height to three full stories. As mentioned, the frontage along North Avenue contains other smaller scale residential structures along North Avenue, but also includes other large structures in the vicinity along North Avenue and North Street. Thus this structure is not an anomaly in the overall neighborhood.

2. Roofs and Rooflines.

New buildings should incorporate predominant roof forms and pitches within the existing neighborhood and appropriate to the context. Large expanses of undifferentiated roof forms shall be avoided.

While flat roofs can be a reasonable architectural solution, pitched roof forms and architectural elements that enhance the city's skyline are strongly encouraged.

The development includes flat roofs. The current building has a flat roof and the new construction repeats this treatment. While there are few other flat roofs, the ones that exist are on larger non-residential structures – the police station and the “Mermaid” Building at the corner of North Avenue & North Street (two lots away).

Roof-top mechanicals shall be screened from view from the public street, and should be incorporated into and hidden within the roof structure whenever possible.

No roof top mechanical equipment is identified atop the roof.

Solar panels, light colored ballast or roof membranes, split roof clerestories, planted or “green” roof technologies (with a clearly articulated maintenance plan) and “gray water” collection are encouraged. Active rooftop uses are also encouraged to add to the visual complexity and activity of the city's skyline, and afford public access to otherwise unseen views of the city and surrounding landscape.

As noted, the rooftop is flat. There are sky lights in the lobby that connects the existing Sara Holbrook building from the new structure. It does not appear that the roof tops will be used.

3. Building Openings

Principal entrances shall be clearly defined and readily identifiable from a public street whether by a door, a canopy, porch, or other prominent architectural or landscape features. People with physical challenges should be able to use the same entrance as everyone-else and shall be provided an “accessible route” to the building.

The primary accesses clearly are identifiable. While there are two entrances, the entrance to the Center must be separate from the entrance to the apartments.

Attention shall also be accorded to design features which provide protection from the affects of rain, snow, and ice at building entrances, and to provisions for snow and ice removal or storage.

The entrance to the Center is under a canopy and a vestibule will provide safe and comfortable respite from inclement weather. The entrance to the apartments is underneath the building overhang and also includes a vestibule.

Window openings shall maintain consistent patterns and proportions appropriate to the use. The window pattern should add variety and interest to the architecture, and be proportioned to appear more vertical than horizontal. Where awnings over windows or doors are used, the lowest edge of the awning shall be at least eight (8) feet above any pedestrian way, and shall not encroach into the public right-of-way without an encroachment permit issued by the dept. of public works.

Fenestration pattern occurs in even horizontal bands for the second and third story residential units. The arrangement differs for the ground floor space used by the Center.

(b) Protection of Important Architectural Resources:

Burlington's architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Where the proposed development involves buildings listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to Sec. 5.4.8. The introduction of new buildings to a historic district listed on a state or national register of historic places shall make every effort to be compatible with nearby historic buildings.

See Section 6.2.2 (d) above.

(c) Protection of Important Public Views:

Development shall preserve distant terminal views of Lake Champlain and the Adirondack Mountains and important public and cultural landmarks from public places and along east-west public rights-of-way to the extent practicable. This shall not be construed to include similar views from exclusively private property.

There are no important public views from or through this property. It is not located along an identified view corridor. Important public views along such corridors will be unaffected by this proposal.

(d) Provide an active and inviting street edge:

The proposed development is setback to provide safe drop-off area for children. There is a front plaza that adds interest and provides circulation space. The proposed entry for the Center is a 12 ft. wide opening to the entry doors. This provides an easily identifiable and accessible entry.

Non-residential buildings should provide visual access into the interior of building at the street level through the use of large transparent windows and/or window displays in order to create a dynamic and engaging public streetscape. The use of mirrored, frosted, or tinted glass shall not be permitted along an active pedestrian street-level façade.

The use of the building is not necessarily conducive to needing glass along the entry. The ample entry opening provides clear access to the interior.

(e) Quality of materials:

All development shall maximize the use of highly durable building materials that extend the life cycle of the building, and reduce maintenance, waste, and environmental impacts. Such materials are particularly important in certain highly trafficked locations such as along major streets, sidewalks, loading areas, and driveways. Efforts to incorporate the use of recycled content materials and building materials and products that are extracted and/or manufactured within the region are highly encouraged.

Exterior materials will be a combination of masonry, fiber cement panels and lap siding, and fiberglass windows.

(f) Reduce energy utilization: New structures should take advantage of solar access where available, and shall undertake efforts to reduce the impacts of shadows cast on adjacent buildings where practicable, in order to provide opportunities for the use of active and passive solar utilization.

All new construction is required to meet the Guidelines for Energy Efficient Construction pursuant to the requirements of Article VI. Energy Conservation, Section 8 of the City of Burlington Code of Ordinances. The applicant is exploring green features to include solar PV, a green roof over the enclosed courtyard, permeable paving in the parking area, near passive house standards for the apartments, etc.

(g) Make advertising features complementary to the site: Where signs and other advertising features are proposed, the applicant shall meet the requirements as per Article 7 - Signs. The size, location, design, texture, lighting, and materials of all exterior signs and advertising features shall not detract from the use and enjoyment of proposed buildings or surrounding properties. National branding through signage and architecture shall be discouraged.

Section 7.2.2 (b) instructs that *no sign shall be located within three feet of any sidewalk except where such sign is attached to the face of the building at least eight feet above the sidewalk and protruding no more than six inches from the face of the building.*

No sign information has been included with the sketch plan submitted. Further information will be needed from the applicant, which can be assessed during review of the permit and through a separate sign permit.

(h) Integrate infrastructure into the building design:

Rooftop mechanicals, including heating and cooling devices and elevator equipment, should be incorporated into the structure's design, and shall be arranged to minimize their visibility from the street level. Such features, in excess of one foot in height, shall be either enclosed within the roof structure, outer building walls, or parapets, or designed so that they are integrated into the overall design and materials of the building. Where such rooftop features do not exceed ten percent (10%) of the total roof area, they may be considered "ornamental and symbolic features" pursuant to Sec. 5.2.7 for the purposes of measuring building height.

Any development involving the installation of machinery or equipment which emits heat, vapor, fumes, vibration, or noise shall minimize any adverse impact on neighboring properties and the environment pursuant to the requirements of Article 5, Part 5 Performance Standards.

No roof top mechanical equipment is identified atop the roof. As noted there is an interior mechanical room. If any such appurtenances are proposed sufficient information shall be submitted to be able to discern any negative audible impacts to neighboring properties.

(i) Make spaces secure and safe:

Spaces shall be designed to facilitate building evacuation, accessibility by fire, police or other emergency personnel and equipment, and, to the extent feasible, provide for adequate and secure visibility for persons using and observing such spaces. Building entrances/entry points shall be visible and adequately lit, and intercom systems for multi-family housing should be incorporated where possible, to maximize personal safety.

The development will be required to meet all applicable egress standards, and comply with all applicable building and life safety code as defined by the building inspector and the fire marshal.

Article 8: Parking

Sec. 8.1.8, Minimum Off-Street Parking Requirements

See discussion under Sec. 6.2.2 (l) above.

Sec. 8.1.15, Waivers from Parking Requirements/Parking Management Plans

A 39% parking waiver is needed. A specific parking management plan has not been provided other than stating that the apartment tenants will be required to remove their cars during business hours. Once requested a parking waiver conceptually is acceptable primarily due to the Center's use of alternative modes of transportation, and a demonstrated history of minimal parking needs due to the project supporting youth activities.

Sec. 8.2.5, Bicycle Parking Requirements

Bike parking is not specified. The community center size at 2795 sq. ft. requires 2 short term bike parking spaces (3/5,000 sf) and 0 long term bike parking spaces (1/20,000 sf). These will need to be provided.

Article 9 Inclusionary and Replacement Housing

Sec. 9.1.5 Applicability

(c) An applicant may elect to be subject to the provisions of this article if new units are added to existing units for a total of 5 or more units.

The applicant has proposed to elect to provide for inclusionary units in order to obtain the associated density bonus.

Section 9.1.10 Percentage of Inclusionary Units

The applicant will need to work with the manager of the city's Housing Trust Fund to dedicate the appropriate number of Inclusionary Units, dependent upon the rent of the units. Typically, 15% are offered as IZ units. 15% of 6 = 1 Inclusionary Unit. A letter of compliance will be required from the Housing Trust Fund manager, and to define any reduction in the amount of Impact Fees to be assessed

Part 2: Housing Preservation and Replacement

Sec. 9.2.4 Relocation Requirements; Notice and Relocation Costs

The owner is responsible for providing written notice to vacate the unit due to the owner's intent to demolish/relocate the units. In addition, the owner is responsible for paying the costs of relocation for any tenant(s) displaced from any housing unit demolished or relocated. The costs that are included and the manner in which these costs are paid shall be identical to the relocation services that are required for displaced persons under Section 18-2 of the Burlington Code of Ordinances.

Sec. 9.2.5 Housing Replacement Requirement

In addition to applicable requirements for a conditional use, the DRB shall require, as a condition of approval, that an owner shall replace any housing units that are demolished or converted to a nonresidential use.

An owner shall meet the replacement requirement by creating new housing units pursuant to a plan approved by the DRB. The plan shall be in accordance with the provisions of this Article. Replacement units may be provided by the owner or by the owner's designee fully in any of the following ways:

- a. New Construction. Construction of housing units within a new structure or new addition; New units are proposed to be provided onsite.*

Sec. 9.2.6 Replacement Unit Requirements

In addition to the foregoing, all replacement units must meet the following requirements:

(a) Each unit shall have at least the same number of bedrooms as the unit being replaced;

(b) These units must be provided within the City of Burlington;

Units being provided on site and in the relocated duplex.

(c) These units must be ready for occupancy within eighteen (18) months of the date on which the conditional use approval is granted;

This will be a condition of approval of the actual zoning permit.

(d) These units must remain assisted housing, as either rental housing or limited equity housing, for a period of not less than ten (10) years from the date of first occupancy;

This is the intent of the owner.

(e) These units must be sold or leased to prospective occupants who qualify as low-income households at the time they first lease or purchase the unit;

This is the intent of the owner.

(f) These units shall contain at least the same number of accessible units being replaced, or the number of accessible units that may otherwise be required by statute or regulation, or one accessible unit, whichever is greater.

More units will result from this development than the existing four units, that is, there will be six units on site and one or two additional in the relocated structure.

Article 10: Subdivision Review

Sec. 10.1.5 Lot Line Adjustments

(a) Lot Line Adjustment Submission Requirements:

The applicant will need to submit a lot line adjustment plat for the merger of the three lots into a single parcel.

II. Items for Consideration

1. Setbacks for the proposed lot line adjustment and new construction must be verified for compliance with dimensional requirements.
2. The applicant shall receive written verification of adequate wastewater capacity from the Department of Public Works.
3. Any traffic related information requested by the Department of Public Works shall be provided.
4. An outdoor lighting plan shall be submitted. The lighting plan shall depict all proposed fixture types. The photometric plan shall tabulate for the front, parking and entryway, walkways with minimum, maximum, and average illumination levels tabulated. The same shall be done for the back yard play area if applicable. The number and placement of

lighting fixtures in the photometric plan shall match the number and placement of lighting fixtures in the lighting plan.

5. The applicant shall receive written approval of the proposed street tree(s) from the City Arborist.
6. A landscaping plan needs specification.
7. The applicant shall provide information relative to noise levels generated by any proposed outdoor/rooftop mechanical equipment, subject to staff review and approval.
8. Setbacks on the proposed building will need to be clarified to assure compliance.
9. The maximum building height cannot exceed 35'.
10. At least 2 short term bike parking spaces and some long term bike parking spaces will need to be provided.
11. The applicant should define the method of snow removal and/or storage during winter storm events
12. A detailed parking management plan shall be provided to support the needed parking waiver.
13. An erosion prevention and sediment control plan and the post-construction stormwater management plan shall be provided and receive written approval from the Stormwater Administrator per Chapter 26 of the City Code of Ordinances.
14. The owner is required to pay to the Planning & Zoning Department the impact fee as calculated by staff based on the net new square footage of the proposed development.
15. The project engineer will need to certify in writing that, among other things, the project EPSC plan as approved by the Department of Public Works has been complied with and final site stabilization has occurred. This certification will need to be filed with the Department of Planning & Zoning.
16. Days and hours of construction shall be limited to Monday – Saturday, 7:00 AM – 6:00 PM. No construction activity shall be allowed on Sunday.
17. A State of Vermont wastewater permit may be required.
18. All new utility lines shall be buried.
19. All outdoor signs are separate to review and approval under a separate sign permit.
20. The proposed structure shall comply with Burlington's current energy efficiency standards and with Burlington's current ingress and egress requirements as established by Burlington Electric Department and Burlington Public Works, respectively.
21. It is the applicant's responsibility to comply with all applicable ADA requirements.
22. The applicant will need to submit a lot line adjustment plat for the merger of the three lots into a single parcel.
23. A Certificate of Inclusionary Housing Compliance will be needed.
24. The owner will have to comply with notification and relocation requirements for the displaced tenants in the four units being demolished/relocated. In addition, a zoning permit must be obtained for the lot where the 58 North Avenue building is being relocated to.
25. The relocation of the building at 58 North Avenue to another site will have to occur concurrently with the subject proposal, however, under a separate permit.



Google earth

feet
meters

10

5

5
&

56

Google earth

RECEIVED
AUG 22 2014

DEPARTMENT OF
PLANNING & ZONING

August 20, 2014

ZONING DESCRIPTION

Sara Holbrook Community Center
66 North Avenue
Burlington, VT 05401

The Sara Holbrook Community Center is planning an exciting expansion of its facility located at 66 North Avenue, which will also include six new units of housing. The plan is to annex two properties to its south (58 and 56 North Avenue), combine all three parcels into one larger parcel, so that after removing the buildings on the two annexed properties, will allow for expansion of the Center and the new housing.

A Community Center is a conditional use in this district, and multi-family housing is a permitted use. The Sara Holbrook Community Center (SHCC) is the only use on its current parcel; the other two properties each contain apartments (two units/parcel), for a total of four units. One of the buildings will be moved to another location in the Old North End, and one will be demolished, so the Housing Replacement Ordinance will not apply since more units are being created than eliminated.

The SHCC intends to voluntarily comply with the requirements of Inclusionary Zoning (IZ), even though the construction of six new units (a net increase over existing of only two units) does not automatically trigger the imposition of IZ regulations. Under IZ, unit density increases to 25 units/acre, and lot coverage increases to 48%; however, since the total existing lot coverage on the three parcels is currently 62%, the lot coverage allowance for the proposed work is permitted to be as much as the existing. Zoning setbacks for buildings will be adjusted on the newly created parcel, and they are determined by averaging the setbacks on two adjacent properties to the north and south. Since the second one to the north is a different zoning district (and a corner lot), the averages have been calculated on one lot to the north and two lots to the south. Therefore, the left (north) side yard setback is 7.6' and the right (south) side yard setback is 13.4'.

The combined parcel size is 20,545 SF, or .472 acres. .472 X 25 yields a total density of 11.79 units. When calculating the allowable square footage for a non-residential use in a residential zone, the zoning ordinance assumes 1500 SF of non-residential use per dwelling unit. Assuming a maximum area of 9300 SF for the Center translates to 6.2 dwelling units; $11.79 \text{ allowable units} - 6.2 = 5.59$, rounded up to six dwelling units. Therefore, up to 9300 SF of total area for SHCC and six dwelling units would be permitted on this parcel, with a maximum lot coverage of 62%, and building setbacks as described above (see site plan diagram).

In addition to increased space to serve its clients, there are two significant site plan issues the SHCC would like to address: 1) create a drop-off area off North Avenue that doesn't require backing out to the street and 2) segregating auto traffic from the kids' play area. This proposal accomplishes both of these criteria, as well as adds a multi-purpose/gym space for young children, an art space, an expanded kitchen for lunches as well as center pot-luck dinners, some expanded office space, and a skylit internal courtyard space for inclement weather indoor play and other activities. The six new apartments will be located on floors two and three, with a separate entrance from the street, wrapping around and above the multi-purpose/gym space, partial covering some of the parking that will be accessed from a separate driveway off North Avenue. Total parking being provided is 13 spaces, which will require consideration of a parking variance. The SHCC will require apartment tenants to remove their cars during business hours, which will leave all 13 spaces available for the Center's use, which more than doubles the amount of parking currently available to the SHCC on its current site.

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August 20, 2014

ZONING SUMMARY

Sara Holbrook Center
66 North Avenue
Burlington, VT 05401

Existing Uses	Community Center, preschool, daycare (66 North Avenue); duplex (each on 56 and 58 North Avenue. Current SF @ 66 North Avenue = 5020 SF (1st = 2732 SF; 2nd = 2288 SF; total = 5020 SF).
Zoning District	Residential Medium Density (RM); with voluntary compliance with Inclusionary Zoning, max density is 25 units/acre (20,545 SF/ 43,560 SF = .472 a X 25 = 11.79 units.
Primary Permitted Uses	Appendix A allows, among others, residential (single detached, duplex, multi-family, assisted living, boarding house (up to 4), etc. See Appendix A, Use Table for full list.
Primary Conditional Uses	With DRB (Development Review Board) approval: Community Center, School, Daycare, multi-family/mixed use). See Appendix A, Use Table for full list.
Lot Size	66 North Ave = 10,335 SF, 58 North Ave = 6542 SF; 56 North Ave = 3668 SF. Total area = 20,545 SF.
Frontage	66 North Ave = 66', 58 North Ave = 33'; 56 North Ave = 38'.
Depth	Varies, lot shapes are irregular.
Use Regulations	Ground floor residential is discouraged (actually not permitted in NAC district), but not specifically banned in NMU. Status of this must be confirmed.
Density	Residential density @ 20 units/acre, increases to 25 units/acre with inclusionary zoning, which is triggered at 5 units. Inclusionary is not necessarily triggered, because we are replacing 4 units, the net number of new units will not be five (5). At combined lot size of 20,545 SF, the allowable density is $20,545/43,560 \times 25 = 11.79$ units, rounded up to 12.
Density equivalent	Non-residential density equivalent is 1500 SF/DU.
Lot Coverage	40%, increased to 48% with inclusionary zoning; however, existing lot coverage exceeds allowable, even with increase; therefore, any new development is limited to not more than existing lot coverage. 66 North Ave = 76%; 58 North Ave = 51%; 56 North Ave = 46%. Total of all properties combined is 62%.
Setbacks	Front: avg of two adjacent lots on both sides, +/- 5'; side: 10% of width, minimum 5', maximum 20'; rear: 25% of lot depth, minimum 20', maximum 75'.
Proposed uses	Community center, school, preschool and 6 units of housing. Max 9300 SF for SHC @ 1500 SF per residential living unit = 6.2 units; 11.79 allowable units - 6.2 = 5.59 units, rounded up to 6 units allowable. Therefore, up to 6 residential units and 9300 SF of community center are permitted.

August 20, 2014

DESIGN NARRATIVE

Sara Holbrook Community Center
66 North Avenue
Burlington, VT 05401

The Sara Holbrook Community Center (SHCC) has been serving the Burlington community since 1937, and now requires to make some property improvements and a building expansion to continue to serve our community and its clients well into the future. Because this proposed expansion will include the elimination of two housing units (two others being relocated in the neighborhood), the SHCC also desires to not only replace those units but also to add additional housing units (total of 6 units to be constructed, a net increase of 4 more than currently exists). These housing units will serve our community by increasing the number of available rental units, and they will serve to provide a perpetual income stream to the SHCC, an income that will support its programs, building maintenance, etc.

The program requirements include the addition of a multi-purpose/gym space for pre-middle school kids; modest office expansion; an art space; improved kitchen and food prep area for snacks, lunches and community dinners; a vehicle drop-off to the main entrance; a clear separation between the childrens' play space and any vehicular traffic; six apartments; and the maximum parking spaces that can be accommodated on site. The entrance to the SHCC must be separate from the entrance to the apartments. Expansion can include building above the existing building, as well as an addition to it.

The proposed design completes the two story portion of the existing building by adding new construction over the existing NW corner one-story portion, and extends the existing building to the south to create a skylit circulation courtyard leading to the new multi-purpose/gym space. The new SHCC entrance is at the west end of the courtyard space, opening to an expanded existing entrance plaza. The new art room faces the street flanking the new entrance. The apartment entry is separate from the SHCC entry, and has its own vestibule and lobby to serve two floors of 3 apartments each on the second and third floors. The 13 space parking lot is entered under the apartments and is effectively concealed from the street by tucking behind the apartment entry and by the one-story masonry landscaping wall that shields the parking and defines the entry drive. The massing of the three story apartment section is in keeping with several recent developments in the immediate area, including the Commodore Apartments and the Mermaid Building at the corner of North and North.

The new construction will be a combination of steel and wood framing, with the SHCC portion primarily steel and the apartments primarily wood. Exterior materials will be a combination of masonry, fiber cement panels and lap siding, and fiberglass windows. In addition to sustainable materials, we are exploring other green features to include solar PV, a green roof over the enclosed courtyard, permeable paving in the parking area, near passive house standards for the apartments, etc.



VIEW FROM SOUTH WEST

SARA HOLBROOK COMMUNITY CENTER

BURLINGTON, VERMONT

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SCHEMATIC DESIGN

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Duncan
Wisniewski
ARCHITECTS
255 SOUTH CHAMBERS
BURLINGTON, VT
T: 802.864.6693

SARA HOLBROOK COMMUNITY CENTER		SFT
66 NORTH AVE (SHC) TOTAL AREA		10,334.3
BUILDING FOOTPRINT		2,824
SHED		85
SIDEWALKS		1,067
PAVING		3,777
PLAYGROUND		85
TOTAL LOT COVERAGE		7,838
TOTAL COVERAGE PERCENT		76%
58 NORTH AVE TOTAL AREA		6542
BUILDING FOOTPRINT		1243
SIDEWALKS		
PAVING		1500
GARAGE		562
TOTAL LOT COVERAGE		3305
TOTAL COVERAGE PERCENT		51%
56 NORTH AVE TOTAL AREA		3668.2
BUILDING FOOTPRINT		887
SHED		80
SIDEWALKS		
PAVING		724
TOTAL LOT COVERAGE		1691
TOTAL COVERAGE PERCENT		46%
TOTAL AREA		20,544.5
TOTAL LOT COVER		12,834
LOT COVERAGE PERCENT		62%

EXISTING SITE PLAN
Scale: 1" = 20 ft

NORTH AVENUE



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SITE ANALYSIS

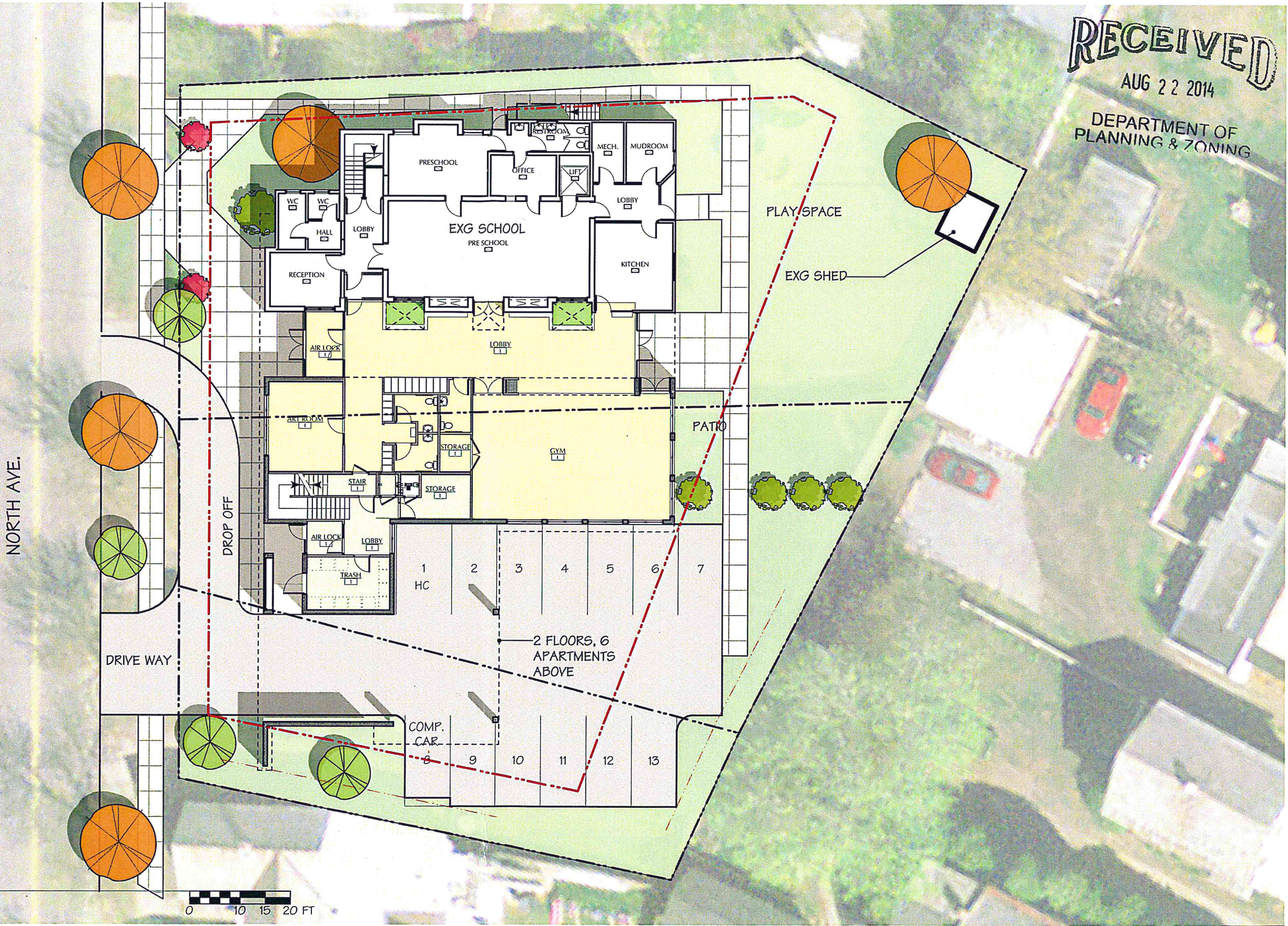
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DATE: 08.25.14

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SARA HOLBROOK COMMUNITY CENTER OPT 4		SFT
PROPOSED SITE		20,544.5
EXG SCHOOL		2,800
PROP ADDITION		2,757
EXG SIDEWALKS		900
PROP SIDEWALKS		1,761
PROP PAVING		4,410
EXG SHED		85
TOTAL AREA		20,544.5
EXISTING LOT COVER		12,810
PROPOSED LOT COVER		12,713
LOT COVER DIFFERENCE		97
LOT COVERAGE PERCENT		62%



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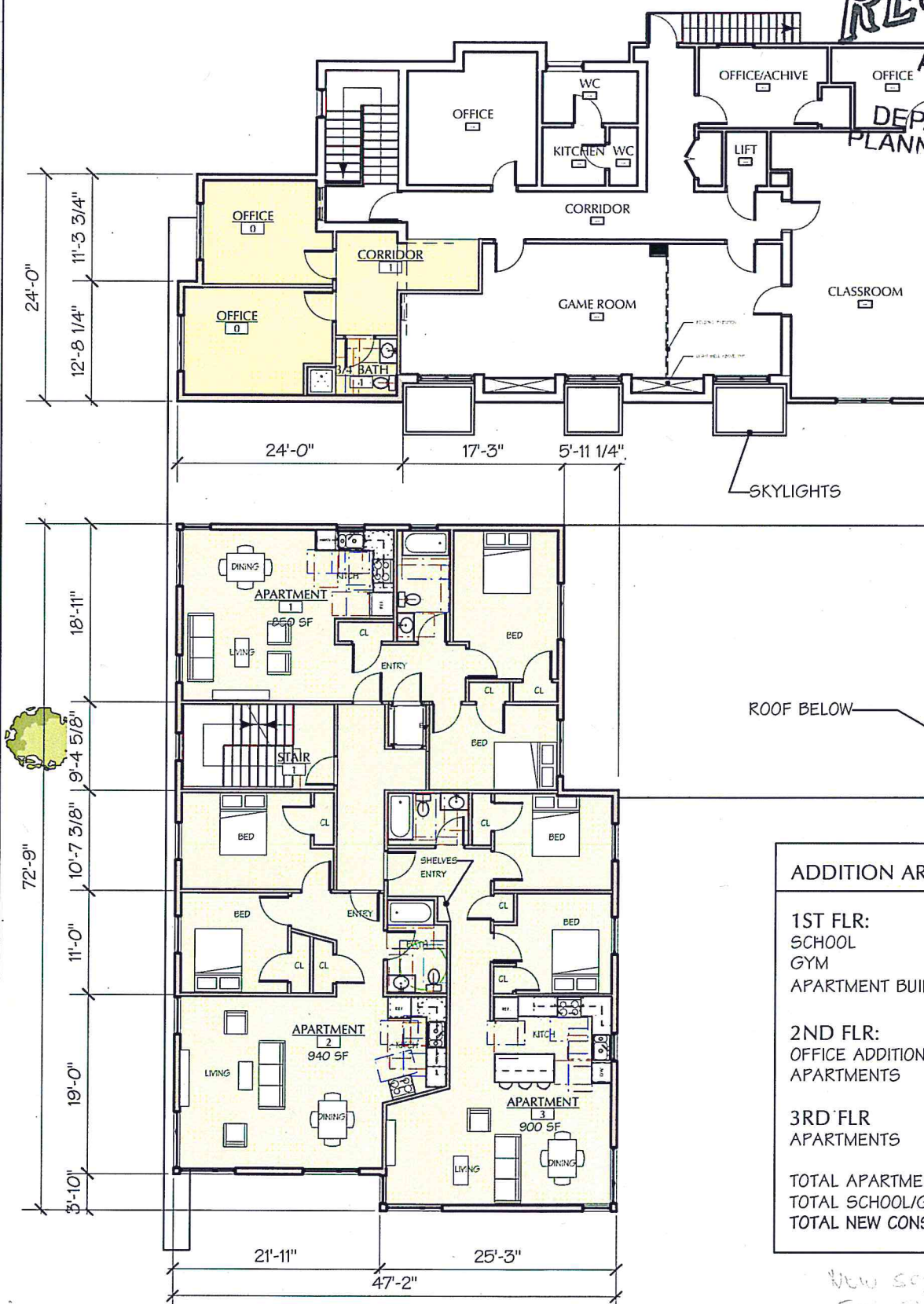
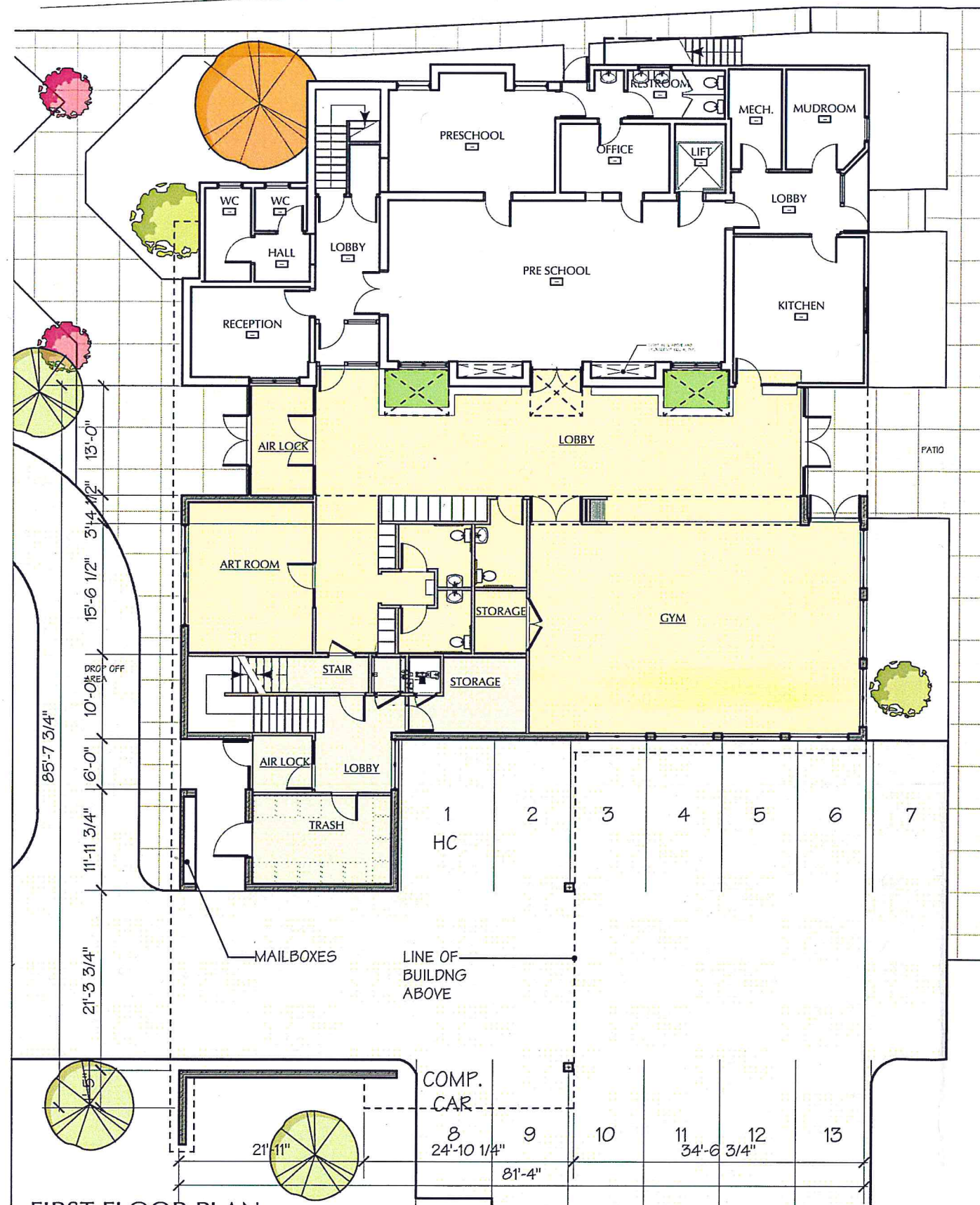
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ADDITION AREA SUMMARY:

1ST FLR:	
SCHOOL	1,335
GYM	1,000
APARTMENT BUILDING	700
2ND FLR:	
OFFICE ADDITION	460
APARTMENTS	3,036
3RD FLR:	
APARTMENTS	3,036
TOTAL APARTMENT	6,772
TOTAL SCHOOL/GYM:	2,795
TOTAL NEW CONSTRUCTION	9,567

NEW SCHOOL/GYM
EXISTING

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VIEW FROM EAST

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